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Page

Conciliation Service Settles Numerous Disputes; Committee Advises on Attaining Maximum Efficiency.

Detroit Labor Front Back to Normal by mid-October . . . 2

Secretary Stresses Individual Security; Urges Overseas Veterans To Work for Unity and Democracy.

Security and Opportunity Both Necessary to Development of Nation, Says Schwellenbach in Special Statement . . . 3

Department Goes on Record for 65–75 Cent Minimum Wage.

Forty-Cent Minimum Too Low, Say Department Officials. BLS Estimates Show Cost of Increase Slight 4

Senate "Equal Pay" Bill Culmination of Decades of Federal Support of Principle 5

Nine Strikes Account for Half of September Idleness.

Percent of Working Time Lost, Highest Recorded, Still Under One Percent 8

UNITED STATES DEPARTMENT OF LABOR

L. B. Schwellenbach, *Secretary*

Conciliation Service Settles Numerous Disputes; Advisory Committee Established

While two major labor disputes gained head lines, the Department of Labor's Conciliation Service maintained its long record of success in forestalling or bringing about settlement in a large number of strikes. Meanwhile, with a view to increasing the usefulness of the Service, Secretary Schwellenbach named a committee representing the public, management and labor, to advise on methods of attaining maximum effectiveness.

During the first 2 weeks of October, the Service settled 151 strikes, involving 168,106 workers. On September 27 the Conciliators had been assigned to 173 strikes. During the first 2 weeks of October they received 154 new strikes, involving 235,829 workers; 37 of these strikes had been settled before the middle of the month.

Many Threatened Strikes Headed Off

During September the Service obtained settlements in 230 strikes, and forestalled threatened strikes in 193 cases. A total of 743 other controversies were handled during the month. Arbitrations were made in 66 cases and technical service rendered in 14 where special information was required by parties to the negotiations. The total volume of situations handled by the Service declined from 1,735 in August to 1,352 in September.

Detroit Labor Front Back to Normal by mid-October

A month after the labor situation in Detroit had become acute, Conciliation officials in that city advised Director Edgar L. Warren that conditions in the automotive center "may now be considered normal."

At the peak of Detroit's labor difficulties there were more than 40 strikes in Michigan. Many of them, like the one at the Kelsey-Hayes Wheel Co., were holding up production in such other plants as Ford, where an estimated 50,000 workers were idle because of a parts shortage. With such serious situations cleared up interference with production fell off markedly, although there were still a number of strikes in the State on October 14.

Special Conciliation Panel Proves Effective

In handling many of the Michigan cases, the Service resorted to an effective prewar technique. The parties in dispute were brought togethe before a panel of three conciliators, especially selected for their qualifications in the light of the particular situations faced and the problems involved.

Well-Known Business and Labor Leaders Named to Conciliation Advisory Committee

The advisory committee appointed by the Secretary will examine the policies, procedures and organization of the Department's work in the fields of mediation and voluntary arbitration. It will work closely with recently appointed Director of Conciliation Edgar L. Warren, to attain maximum effectiveness.

Dr. Sumner H. Slichter of Harvard, in charge of the University's Trade Union Fellowship project, and Arthur S. Meyer, long-time chairman of the New York Mediation Board, were named public members and co-chairmen of the committee. Vincent Ahearn, chairman of the Industry Members of the War Labor Board, will represent the employers' point of view, with Clarence Skinner, another industry member of WLB, as alternate. The American Federation of Labor will be represented by Frank Fenton, its Director of Organization. John Brophy, Director of Industrial Union Councils of the CIO will represent that organization. During Mr. Brophy's absence as a labor adviser to the United States Delegation to the International Labor Conference in Paris, his place will be taken by Clinton S. Golden, vice-president of the United Steelworkers of America, CIO.

The Committee held its first meeting on Tuesday, October 30, in the Secretary's office.

Secretary Stresses Individual Security: Urges Veterans to Work for Unity and Democracy

Security and Opportunity Together Necessary to Development of Nation, Says Schwellenbach in Special Statement

In a special statement prepared for one of the news services, Secretary of Labor Schwellenbach stressed the importance of individual security in the postwar world. The text of the statement follows:

"Economic security for the individual is as necessary as collective security for nations. Tyranny and aggression thrive on uncertainty and poverty. When faced with the brutal realities of economic privation people will surrender their liberty to gain a promise of security. We must not let this occur in our country.

Security Companion of Opportunity

"Security was the companion of opportunity in the early history of America. Escape from the poverty and insecurity of the old world was a vital factor in attracting settlers to the new. Here a man might progress on his own merits; here he had opportunity. Here, also, he had access to the fruits of agriculture and the animals of the forest; here he had security from the stark privation of the crowded cities and restricted estates of the old world. There is no true opportunity without a degree of security, no true security without opportunity.

"The Federal Government as a source of security is not a new factor in our life. One hundred years ago the early American labor movement was pressing for a program of free homesteads for settlers. The purpose was relief to the wage earners from the insecurity of economic existence in the urban East. The 1830's like the 1930's were a time of depression, and security was an important factor in the minds of the wage earners.

Passing of Physical Frontier Marked End of Old Form of Security

"While land remained the Nation's greatest expendable resource, it was the basis of Federal aid, to the poor and restless worker, as to the railroads and the newly developing educational system. With the passing of the physical frontier, this source of Federal largess disappeared and Americans, including the rapidly growing millions of wage earners, were forced to work out their own destinies where they dwelt, without recourse to the Government. The struggle for economic existence became more severe and resulted in social unrest. If measures had not been taken to restore in some degree the security which had passed with the physical frontier, these factors might have threatened severely our democratic way of life.

Continued on p. 4

No Gain Unless Welfare of Wage Earners in Kept in Minds, says Message to Veterans of Foreign Wars

In a special message to a Victory Dinner of the New York Post, VFW, Secretary Schwellenbach, told veterans that the future of the Nation depended upon unity and urged preservation of democratic methods.

Veterans Can Be Great Force for Unity

"You veterans," said the Secretary, "have a great stake in the future of America. You deserve it because you paid for it. I believe that you can be a great force for unity in our Nation's progress. Your sacrifice during the war was a constant inspiration to us at home. Your conscientious adherence to your country's welfare during peace can serve to guide us now."

Democratic Techniques Successful in War

The country's war production program, said Mr. Schwellenbach, was accomplished with a minimum of compulsion. "We actually licked the closely controlled machinery of facism with the techniques of democracy. We never must forget this point. We never must become so impatient for the solution of some immediate problem as to abandon democracy." We can be successful in peace as we were in war, he added, "if we remember that this Nation is all of us. No one group should ever set its welfare above that of the Nation as a whole."

Most Veterans Will Be Wage-Earners

Remarking that most veterans will take their place as wage earners in our economy, the Secretary again urged them to remember that their eventual success depended upon the Nation as a whole. "To those of you who will belong to other economic groups," he continued, "may I say this: The wage earners constitute the largest single economic group in our country. There can be no gain made unless the welfare of the wage earners is kept in mind."

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DEPARTMENT GOES ON RECORD FOR 65–75 CENT MINIMUM

Officials of the U. S. Department of Labor, appearing before Congressional committees, placed the Department on record in favor of the proposed increase in minimum wages under the Fair Labor Standards Act. Under the proposed amendment to the Wage and Hour Law, the present 40 cent-an-hour minimum would be increased to 65 cents, with a further increase to 75 cents in 2 years.

Forty-Cent Minimum Too Low, Says Secretary

In statements before both the Senate and House labor committees Secretary Schwellenbach stated that when the law was passed in 1938 it was recognized that "an annual income of $800, which full employment at a 40 cents rate would bring, did not achieve the objective of a minimum American standard of living." Part of the proposed increase, the Secretary noted, was necessary to offset the increased cost of living. He added that the productive capacity of the Nation has so improved as to justify a further step toward a more adequate standard of living.

Acting Commissioner of Labor Statistics Hinrichs submitted data on an adequate budget to indicate that even the $1,300 annual wage at 65 cents an hour and the $1,500 at 75 cents were low. According to Bureau figures the average "break-even point" for urban families of 2 or more was $1,950 after income taxes in 1944. The Bureau is now making a detailed study of the subject which will be available next spring. As another test of the inadequacy of a $1,500 budget, Mr. Hinrichs reported that 19 out of 20 urban wage-earner families used more than this amount in 1944. Four out of ten families earned the more than $1,500 income only through the combined efforts of 2 or more members.

Higher Minimum Will Benefit Business

"Wages," pointed out Mr. Schwellenbach, "must be viewed not only as labor costs, but also as an index of our purchasing power.

"The money received by wage earners through the operation of the minimum wage law will in the main be expanded on such items as food and clothing. At low income levels, a greater proportion of the budget is allocated to these necessary items of living." The resultant increase in demand, the Secretary noted, will benefit both retailers and manufacturers, and eventually farmers.

Replaces Wage Cutting by Greater Efficiency

"We will not secure the most efficient production of goods and services by permitting competitors to outrival each other in wage cutting," the

Continued on p. 7

DEPARTMENT'S WAR SAFETY PROGRAM LIQUIDATED

On November 15, the Department's war-time industrial safety program came to an end. On that date the Department closed its 14 field offices which, during the past 4 years, have rendered safety service to war plants throughout the country.

The program came into being as the National Committee for the Conservation of Manpower in Defense Industries in June 1940, as the result of a conference of public officials, labor representatives, and industrial safety men called by former Secretary Perkins. During its first year of existence the committee functioned as a purely voluntary project, with some full-time assistance rendered by the regular safety and health staff of the Department's Division of Labor Standards. Since July 1941, the Department has received a small additional appropriation to furnish full-time field assistance.

The primary purpose of the committee was to minimize production interference and lost time resulting from industrial accidents, by furnishing war plants with safety information and expert personal consulting service. The personal service was provided in large part by volunteer safety agents, employees of private industry who served the Government at a dollar a year. To supplement the plant service program the Department also undertook, in cooperation with the U. S. Office of Education, a safety training program for plant supervisors and foremen. A summary of committee activity will appear in a later issue of the BULLETIN.

Continued from p. 3

Security Essentially American and Democratic

"Over the past 30 years, and particularly during the last 15, we in this country have been building a system of security which frees the individual once again from the brutal and devitalizing effects of hopeless insecurity and economic privation. This movement in not alien to our way of life; it is essentially American and democratic. Its aim is not social revolution, but the restoration of that security which guided the early settlers to these shores and played so important a part in developing a hardy democracy and progressive industrialism.

"We have behind us, in the recent past, a depression which showed us the dangers of insecurity, and a war production program which indicated the limitless scope of our industrial frontier. A constantly developing system of security for the individual will help guard against a return of the former and be of material assistance in recapturing in peace the power and abundance of our war-time economy."

SENATE "EQUAL PAY" BILL CULMINATION OF DECADES OF FEDERAL SUPPORT OF PRINCIPLE

The Senate bill providing equal pay for women workers (S. 1178) brings to a head over 40 years' support of the basic principle by various agencies of the Federal Government. Wage discrimination based upon sex has also been opposed by State and international groups, and laws already exist in six States.

The Federal bill forbids employers "to discriminate in any way in the payment of wages between sexes," and establishes enforcement machinery within the Department of Labor.

First Federal Statement Appeared at Turn of Century

The first Federal statement on the equal pay principle was made by the Industrial Commission, established by act of Congress in 1898. In its final report the Commission stated:

"* * * the manifest fairness of the proposition that there should be equal pay for equal work must be its own justification. Its successful adoption would not only free men from the evil of lower wages by reason of the competition of women, but it would fix a standard of labor to which both men and women would be obliged to conform, and would bring about the fixing of wages on the only fair basis possible, viz, that of the quality of the work performed."

This principal was restated in 1915 by another Congressional commission, the Commission on Industrial Relations in its report on "the effect of industrial conditions on public welfare."

World War I Women Workers Protected by Federal Agencies on Equal Pay Principle

With great numbers of women drawn into war industries during the first World War, Federal agencies acted to announce and put into practice the principle of equal pay for equal work. In November 1917 the Chief of the Army's Bureau of Ordnance issued a general order stating that "the standards of wages hitherto prevailing for men in the process should not be lowered when women render equivalent services."

The principle was also backed by such other Federal groups as the U. S. Council of National Defense, the War Labor Conference Board, the War Labor Policies Board and the U. S. Railroad Administration. The National War Labor Board applied the principle in more than 50 cases that came before it. In November 1919 the U. S. Civil Service Commission definitely ruled that all examinations were open to men and women alike.

Special Service for Women Established in Department

In 1918 Congress authorized the establishment of a special wartime unit of the Department of Labor known as the Women in Industry Service. Soon after its creation the Service called in a group of 16 representatives of labor organizations to outline standards to be observed in wartime employment of women. The principle of equal pay was featured prominently among the recommendations. The principle was reiterated in a publication of the unit after its establishment as a permanent agency within the Department—the present Women's Bureau.

Support Strengthened During Peace and Last War

During the depression the National Recovery Administration considered the payment of lower wages to women a practice leading to unfair competition. Equal minimum rates were established in nearly three-quarters of industry codes, and the 1934 code for all uncodified industries stated that "Female employees performing substantially the same work as male employees shall receive the same rate of pay as male employees." The Fair Labor Standards Act of 1938, in providing machinery for fixing minimum rates above the basic minimum prohibits differences of classification on the basis of age or sex.

Soon after the declaration of war against the Axis, the War, Navy, and Labor Departments concurred in the following statement of policy:

"Wage rates for women should be the same as for men, including the entrance rate. * * * Sound labor standards, which over any protracted period are essential to the maintenance of production * * * are the mechanisms of efficiency."

The Navy and the War Department later followed up this statement of policy by issuing directives establishing the principle in work in their offices and installations.

Equal Pay Laws on Books in Six States

Equal pay laws now are in effect in Illinois, Massachusetts, Michigan, Montana, New York, and Washington. The Michigan law has been upheld by the State Supreme Court. The movement for such legislation is spreading and bills were introduced during recent legislative sessions in 16 other States.

Continued on p. 6

ADVISORY COMMITTEE ASSISTS BLS IN FORMULATING STANDARD WORKER'S BUDGET

At the request of Congress the Department's Bureau of Labor Statistics is developing a standard budget for a working man's family. As requested, the work will be finished by June 30, 1946. To assist the Bureau in its work, Acting Commissioner Hinrichs has appointed a special advisory committee.

Committee Members Experts in Related Fields

The committee is composed of persons who have specialized in the fields of consumption economics, standards of living, labor economics, and labor research.

Professor Hazel Kyrk, of the University of Chicago's Department of Home Economics, is serving as chairman. Members will be: Dorothy Dickins, Department of Home Economics, Mississippi Agricultural Experiment Station; Amy Hewes, Department of Economics, Massachusetts State College; Emily H. Huntington, Department of Economics, University of California, with Mary Luck, of the University's Heller Research Committee as alternate; L. E. Keller, Brotherhood of Maintenance of Way Employees: Broadus Mitchell, of the A. F. of L.; Donald Montgomery, of the CIO, with Samuel Jacobs as alternate; Howard Myers, of the Committee for Economic Development; and Margaret G. Reid, Bureau of Human Nutrition and Home Economics, U. S. Department of Agriculture.

The committee held its first meeting in Washington during the last week in September.

Continued from p. 5

In those States having merit systems, examinations and pay scales are based upon individual qualifications and job elements, regardless of sex. The same principle is followed in city merit systems.

Principle Approved in International Policies

The philosophy of equal pay is embodied in the Constitution of the International Labor Organization, and the principle has been reiterated many times during the years of its existence.

At its 1944 meeting in Philadelphia the ILO included the following statement in its Recommendation Concerning Employment Organization in the Transition from War to Peace:

"In order to place women on a basis of equality with men in the employment market, and thus to prevent competition among the available workers prejudicial to the interests of both men and women workers, steps should be taken to encourage the establishment of wage rates based on job content, without regard to sex."

DISPLACED YOUNG WORKERS, CONTINUING DAY CARE FOR CHILDREN OF WORKING MOTHERS UNDER STUDY

At the request of a committee of trade union women, the Department's Children's Bureau has undertaken a detailed survey of the fate and problems of displaced young workers in order that "forthright planning can be done in behalf of these young people."

Fate of Two Million an "Unknown" Factor

During the war the number of 14- to 18-year-olds in the labor force ran 2 million above normal. The fate of these youngsters, according to members of the committee, is one of the "unknowns" in the present complicated situation. The condition is rendered more serious by the fact that many of the boys and girls are away from home.

Fragmentary reports as to whether or not substantial numbers have returned to school or found other jobs are contradictory. The committee feared that unless steps were taken to assure educational and job opportunities for these young people, their plight would resemble that of youth in the depression years.

Liberal Interpretation of Unemployment Compensation Laws Urged

The committee suggested a more liberal interpretation of State unemployment compensation laws to permit displaced workers otherwise available for employment to attend school without sacrificing the right to benefits.

The committee also requested the Bureau to include in its survey those boys and girls who complete their schooling during reconversion to find work difficult to obtain.

Continuing Day Care for Children Necessary

Committee members pointed out that the need for continuing day care extended beyond the problem of servicemen's wives, to which some quarters limit it, and covers many other employed mothers.

Women are remaining at work "because they have got to have jobs," noted the committee. The husbands of many of these women were killed or disabled in the war, and the homes of others were broken in the war years. Such women, and many others, must continue to work to provide or supplement the family income, and they need a place where their children can be cared for during working hours.

SAFETY TRAINING COURSE HELD FOR FACTORY INSPECTORS IN SOUTH CAROLINA AND NEAR-BY STATES

At the request of Labor Commissioner R. L. Gamble the U. S. Department of Labor conducted a safety training course for South Carolina factory inspectors during the week of November 11. Inspectors from Alabama, Georgia, and North Carolina participated at the invitation of Commissioner Gamble. The course is the second held in the State and the fourth in which South Carolina inspectors have participated.

Instruction Given by Federal Safety Engineer

The course was conducted by R. P. Blake, Senior Safety Engineer of the Department of Labor, attached to the Safety and Health Section of the Division of Labor Standards. It is the thirty-third course given by the Division's safety staff during the past 11 years. The courses have been attended by inspectors from 24 States.

As in previous courses, the training consisted of a combination of class-room work and visits to local industrial establishments. Primary emphasis is placed upon the techniques of a complete factory inspection, from office interview to shop tour. In repeat courses before an old group of inspectors, as in the South Carolina course, stress is placed also on the service and advisory functions of the factory inspector, as a means of educating employers and workers in sound safety techniques.

Industry Safety Men Invited to Attend

Commissioner Gamble introduced a new feature into the course by inviting participation of safety and personnel representatives from manufacturing plants. Heretofore, the courses have been confined to State factory inspectors. Mr. Gamble stated that his purpose in bringing in the industry representatives was to permit a broader exchange of ideas in class-room discussions and to create a greater degree of mutual respect and understanding between industry and his factory inspectors.

Continued from p. 4

Secretary continued. "Placing a floor under wages means that wage cutting must be replaced by a search for greater efficiency." By stimulating this search, he contended, the increased minimum should assist in developing the true functions of our system of free competitive enterprise.

Increase Not Burdensome or Inflationary

"I believe," said the Secretary, "that we can take action to eliminate sub-standard wage conditions and to preserve purchasing power without destroying business or causing inflation." Many industries, he noted, pay the majority of their workers 65 cents an hour or more, and only a small proportion of the sub-standard wage earners receive less than 50 cents an hour. In addition, he pointed out, wage increases will not cause proportionate increases in production costs or prices.

Mr. Hinrichs noted that in 1941 about 17 percent of the Nation's workers earned less than 40 cents an hour, whereas today all but 20 percent earn more than 65 cents an hour. The absolute number of workers receiving less than 50 cents an hour fell from nearly 3 million in 1941 to 330,000 last summer.

Department Favors Child-Labor Prohibition, Coverage of Agricultural Processing Industries

The Secretary also expressed the Department's approval of the proposed end to exemptions of certain agricultural processing industries from minimum wage and overtime pay requirements. He strongly urged approval of the proposed amendment to the child-labor provisions of the act. The present law prohibits interstate shipment of goods produced in establishments in or about which "oppressive child labor" was employed. The proposed amendment would establish an absolute prohibition against the employment of such labor as defined in the act.

The Secretary also recorded himself in favor of a uniform Federal statute of limitation for damage suits by employees under the act. At present the period in which suit may be brought is governed by widely varying State laws. The Department had previously expressed its preference for a 3-year period.

Exception Taken to Proposals for Automatic Increase in Minimum Rate, and Establishment of Rates for Skilled Work

Administrator Walling of the Wage and Hour and Public Contracts Divisions, presented a detailed statement in support of the bill as a whole. However, he did take specific exception to the proposals to raise the minimum from 65 to 75 cents an hour by automatic progression steps, and stated his position in favor of the industry-committee approach. Industry committees, he maintained, "insure the participation of the affected parties, as well as the public, and provide a mechanism to speed up or slow down the increase in wages as different industries can support them."

The proposed establishment of rates for skilled job occupations was characterized by Mr. Walling as "a departure from traditional minimum wage legislation." He questioned the justification of establishment of wages above the minimum level under the purpose of the Fair Labor Standards Act—"the elimination of labor conditions detrimental to the maintenance of minimum standards of living for health, efficiency and general well-being of workers." Mr. Walling expressed the belief that "wages in the higher brackets should be fixed through collective bargaining.

UNION PARTICIPATION HELPS WOMEN WORKERS

In a series of studies on union activity in behalf of women workers, the Department's Women's Bureau has uncovered facts showing that unions are of assistance in advancing the economic status of women, and that the degree of advance is related definitely to the participation of women in union affairs.

Data Gathered on Seniority, Pay Rates, and Maternity Leave

Studies have been completed in the fields of seniority, comparative pay rates, and maternity leave. Results of the study on seniority were summarized in the September–October issue of the Bulletin.

During the war unions have largely succeeded in abolishing male and female classification of jobs. In other industries where historical prejudices were too strong to permit complete abolition of distinction, the gap between rates for men and women has been reduced. In the union contracts examined, one-half provided equal pay for equal work; one-half had the same automatic progression for men and women; one-third had the same entrance rate for both sexes.

Unions are beginning to recognize the need for maternity leave provisions in contracts. In a few outstanding instances, demands are being made for their inclusion. The United Electrical Workers of the CIO, with over 200,000 women members, is including maternity clauses in all new contracts. The United Automobile Workers, CIO, has recommended model maternity contract clauses to its locals.

LABOR FORCE SHRINKAGE LESSENS POST V-J DAY UNEMPLOYMENT

Unemployment in the month following V-J Day was less severe than anticipated by many. This resulted in part from a net reduction of 1,300,000 in the civilian labor force as many youngsters returned to school. A relatively small increase in unemployment among women during the month following the end of war in the Pacific indicated voluntary withdrawal of women from the labor force.

A. F. Hinrichs, Acting Commissioner of Labor Statistics, foresaw a simultaneous rise in employment and unemployment in the months ahead. "A turning point in non-agricultural employment has been reached," he said. "* * * However, it is not be expected that employment will increase as rapidly as men are released from the armed forces."

NATION-WIDE UPSWING IN APPRENTICE TRAINING

Acting to overcome the shortage of skilled workers, 6,900 industrial establishments adopted apprenticeship programs in the 5 months following VE–day. According to the Apprentice Training Service of the U. S. Department of Labor this was more than double the number which adopted programs in the previous 5-month period.

The greatest increases were registered in the construction, transportation, and service industries. In construction training covers carpentry, electrical, painting, plumbing, plastering, bricklaying, and glazer trades. Most of the new programs in transportation are directed to maintenance work in garages, airports, and railroad shops. In the service industries, a growing number of apprentices are being trained as radio repairmen, maintenance electricians, watchmakers, dental technicians, barbers, bakers, and meat-cutters.

NINE STRIKES ACCOUNT FOR HALF OF SEPTEMBER IDLENESS

During September there were 550 strikes and lockouts, involving 455,000 workers and resulting in 3,650,000 man-days idleness, according to preliminary estimates of the Bureau of Labor Statistics. The idleness amounted to six-tenths of 1 percent of available working time, the highest percentage recorded by the Bureau in nearly 30 years.

Nearly half of the idleness resulted from 9 stoppages, each involving more than 10,000 workers.

These stoppages were:

Consolidated Steel Co., Orange, Tex.
B. F. Goodrich Co., Akron, Ohio.
Westinghouse Electric Corp., plants in 6 States.
Oil workers in about 20 States.
Coal Miners in 7 States.
Northwest lumber workers in 5 States.
New York Shipbuilding Corp., Camden, N. J.
New York elevator operators and building maintenance workers.
Textile printing companies, New Jersey and New York.

The oil, coal, lumber and textile stoppages continued into October.

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